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ADVISORY COUNCIL ON VOCATIONAL - TECHNICAL EDUCATION

**7TH
ANNUAL REPORT
1976**

SEVENTH
ANNUAL REPORT
on
OCCUPATIONAL EDUCATION
in
MASSACHUSETTS
Fiscal Year 1976

Prepared by
The Massachusetts Advisory Council
on
Vocational-Technical Education
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ADVISORY COUNCIL ON VOCATIONAL - TECHNICAL EDUCATION

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December 31, 1976

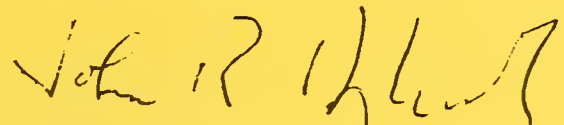
U.S. Commissioner of Education
Office of Education
U.S. Department of Health, Education
and Welfare
Washington, D.C. 20202

Through: Massachusetts Board of Education
Attention: Mary Ann Hardenbergh, Chairperson
182 Tremont Street
Boston, Massachusetts 02108

Dear Commissioner:

In accordance with the provisions of Public Law 90-576, the Massachusetts Advisory Council on Vocational-Technical Education submits its Seventh Annual Report, covering Fiscal Year 1976. The report is submitted to you through the Board of Education to enable it to make such comments as it deems appropriate.

Respectfully submitted for
the Advisory Council,



John Dinkelspiel
Chairperson

FOREWORD

Fiscal Year 1977 will be the last year for which Public Law 90-576, created in 1968, controls and governs expenditures of federal funds for vocational education. Legislation recently passed in the House and Senate contains many of the same provisions of P.L. 90-576, but significant changes have been made. Despite disagreements over such matters as how to define vocational or occupational education, the equitability of set-asides, and level of funding, it is fair to state that the Vocational Amendments of 1963 and 1968 permitted states to expand and improve the delivery of vocational education to more students at all levels. Debate will continue on the effectiveness of vocational education vis-a-vis other forms of education, but clearly vocational education is critical education in today's world.

In recognition of the above, the Council's Annual Report for 1976 is in two parts: Part I is the Council's report on FY 76 activities, with recommendations; Part II is a six year review of the Council's recommendations, from FY 70-FY 75. The Council believes that the six-year review will be helpful in assessing: (a) changes in the direction of vocational education in the Commonwealth, (b) the involvement of the Council in the shaping of vocational education policy, and (c) the responsiveness of the State Board of Education to Council recommendations during this period.

In early 1976 the Board of Education adopted a major policy statement on occupational education, which established a firm and positive foundation for vocational education. In light of the Board's policy statement and the new federal legislation, the Council foresees improvement in the quality and quantity of vocational education services. We pledge our continued support to this improvement.

CHAPTER I

Summary of Findings, Conclusions and Recommendations

A. Introduction

Occupational education in Massachusetts probably received greater attention during Fiscal Year 1976 than ever before. In May 1976, the Board of Education disseminated a major policy statement on occupational education, which articulates goals and major objectives in substantial detail. The Department of Health, Education and Welfare (DHEW) conducted a major program audit, although the results are not yet available to the Council. The Joint Committee on Post Audit and Oversight of the Massachusetts General Court conducted a performance audit, the results of which it released on July 15, 1976. The Massachusetts Advocacy Center published its own report, "Equal Opportunity Denied," based on a two year study of the Commonwealth's vocational education system.

The Department of Education commissioned three studies: an evaluation of the 39 occupational competency programs funded for FY 76; an "evaluation of evaluation procedures" used within the Department; and a study of guidance and counseling, done by the Advisory Council. Undoubtedly there are other studies of which the Council is not presently aware.

Not all these reports and studies reach positive conclusions but the philosophy underlying them clearly reflects a commitment to expand and improve quality occupational/vocational education in the Commonwealth. The new federal legislation, passed in October, 1976 (P.L. 94-482), will provide fresh impetus and added resources to all states, and addresses many of the issues with which the Council and others have been concerned during the past seven years.

B. The Council's Evaluation Process and Annual Report for FY 76

Retaining the pattern established in 1974, a substantial portion of the evaluation report reflects work done by the Plan Committee and the Council's ad hoc committees. Involvement of many outside resources provided added information to the work of the ad hoc committees, particularly the Access Committee.

In addition to its annual report (Part I of this report) the Council reviewed its recommendations, and Board and Departmental responses

for the six year period 1970-1975. The Council believes that this historical review may help put the growth of occupational education in perspective, as well as indicate that much remains to be done.

C. Findings, Conclusions and Recommendations

1. Legislation: Providing Equal Access Opportunities in Vocational Education

Convinced that major improvement is still required in order to deal adequately with the access problems identified in previous years by the Council, as well as by other groups, and believing that these improvements will not come about through normal administrative changes on a piecemeal basis, for the past two years the Council has devoted substantial time to a review and investigation of legislative approaches to solving some of the critical access issues identified in C. 2 below. The Council is convinced that legislation directly addressing access issues, as opposed to governance/administrative change (such as that proposed in Massachusetts Senate Bill 272) is the best way to effect the needed changes. Therefore, the Council will sponsor major legislation dealing with the core issues of equal access. The legislation the Council intends to file in the near future will serve in lieu of recommendations in this area.

2. Access: A Continuing Agenda for Action

The Board of Education and the Department have recognized the seriousness of the problems blacks and other minorities, students who are handicapped, women, linguistic minorities and urban students face in accessing occupational/vocational programs and facilities. The Board's May 1976 policy statement on occupational education addresses the major issues and problems.

Implementation of Chapters 622 and 766 has started to address some recognized issues. Project Option and Project Prod are two good examples of the State's attempt to push for solid, effective programs for the handicapped. Project Option is designed to develop programs for students who are handicapped. Project Prod is designed to work with those who have severe handicaps and who are in institutional facilities. Individual schools - Keefe Regional and Blue Hills Regional to cite two - are providing quality programs to increasing numbers of students with handicaps.

Despite such occasional good programs, however, the Council finds that the general pattern is still characterized by:

- . Lack of understanding of persons with handicaps;
- . Distorted impressions and prejudicial assumptions as to the potential of individuals who have handicaps; and
- . Lack of effective linkages among those concerned with delivering services to this population.

The Council concludes that a major information/communication program should be launched and the Council recommends that:

. The Board of Education and the Department continue to give top priority to the installation of quality and relevant vocational programs for individuals who are handicapped; and

. The Department of Education in FY 77 and FY 78 provide funds, information and technical assistance for developing programs, including audio/visual aids, to create a positive image of those with handicaps in the world of work.

Concerning linguistic minority access to occupational/vocational programs the Council found:

. Adequate bilingual vocational education funds do not appear to be reaching linguistic minority students;

. CETA(5% vocational education) funds do not appear to be reaching linguistic minority people to the extent desired;

. Teacher certification procedures appear to work against hiring vocational education teachers and counselors with limited English-speaking ability;

. Teacher training programs in the Commonwealth are too few to train adequate numbers of teachers to meet the needs of bilingual and bicultural students; and

. Agencies and communities lack basic knowledge about the role and organization of occupational education, and about the availability and allotment process for federal and state funds for bilingual vocational education.

Based on these findings, the Council concludes that more aggressive action has to be taken and recommends that:

. The Department of Education develop an integrated plan of action for: (a) improving access of linguistic minorities to occupational programs and facilities, and (b) improving the quality and quantity of program availability by a coordinated and integrated effort of all departmental divisions involved in resource allocation;

. The Board of Education increase the amount of federal funds allocated to linguistic minority occupational competency and vocational programs;

. The Department of Education work closely with teacher training institutions to insure that adequate, quality programs are available to prepare teachers to handle linguistic minority programs; and

. The Department of Education insure the provision of adequate information and technical assistance to expand linguistic minority programs.

With respect to sex bias and sex stereotyping, and the implementation of Chapter 622, the Council notes considerable progress, and a recognition of the problem by the Board and Department. But while the time lapse between setting the stage for, and seeing results from, a new program direction is recognized, the Council has seen little that is innovative in vocational programs with respect to girls and women. The Council will work with outside resources to encourage the development of model programs.

The Council recommends that:

. The Department of Education, through its central staff and regional offices, provide information and technical assistance to LEA's in the initiation of outreach recruitment programs and in the development of innovative programs for girls and women in occupational/vocational programs.

3. Board of Education Responses to the Council's FY 75 Recommendations

At the February 1976 meeting of the Board of Education, during which the Council presented and discussed its FY 75 Annual Report and Recommendations, the Board voted to formally discuss its responses to the Council's recom-

mendations, and to forward its response to the Council later in the year. This action was responsive to the Council's concern, expressed as a recommendation in its FY 75 report, that prior responses included in the State Plan were simply administrative reaction without due Board review.

The Board, in fact, did review and discuss Council recommendations in 1976, and forwarded the responses to the Council (refer to Chapter V). The Council commends the Board for its action and looks forward to a continuation of this practice.

4. The State Plan and the Planning Process

The Council observed some improvement in the process, leading to a more substantial state plan and greatly improved plan digest. However, there is still no formal planning mechanism, nor is there an adequate planning process. The absence of both insures that the Department's actions remain basically reactive. The timing of the issuance of both documents, barely at the beginning of the fiscal year which the plan covers, means that local education agencies have no way of including the state plan's directions in their proposed plans. The FY 78 plan should be in print by December 1976 for use by LEA's and released by June 30, 1977. This improved timing would help insure that the plan, which stipulates state priorities, would actually be used as a plan by LEA's, not merely as a federal compliance document.

Based on its findings for FY 76, the Council, repeating recommendations made in FY 74 and FY 75, recommends that:

. The Board of Education give priority to developing a comprehensive planning process.

5. Occupational Competency Programs

The Council reviewed the third party evaluation of the 39 programs funded in FY 76, which concluded that in general substantial progress has been made in improving the quality of these programs. During FY 76, Council members visited five such programs and found much to commend. Some of the more innovative occupational programs were, in fact, a result of the occupational competency thrust. The Council has insufficient data to draw any conclusions concerning the number of students effectively reached through these programs, or the costs of such programs relative to the number of students served.

The Council recommends that:

. The Board of Education continue to give top priority to occupational competency programs, encouraging greater cooperation between those secondary schools being funded and existing vocational schools in the immediate area (district); and

. The Department of Education develop comparative data on numbers of students served and the costs of delivering services to the students under occupational competency grants.

6. Guidance and Counseling

During FY 76, staff of the Advisory Council augmented by outside resources and with funding from the Department, conducted a survey of guidance and counseling at the secondary level in the Commonwealth relating to occupational education. A brief summary is included in Chapter VII. The study is based on two questionnaires administered to a stratified sample of guidance counselors and superintendents, in-state interviews, and a selective review of exemplary programs in other states, including on-site visits to five states.

Staff found much to commend regarding current guidance and counseling efforts in Massachusetts, but also much that could be improved to expand and up-grade guidance and counseling services. To achieve these results, added funds must be available at the federal, state and local levels. It appears that for FY 78, under the recently passed Vocational Amendments of 1976, federal funds totaling \$16 million nationally will be available specifically for guidance and counseling efforts, with increasing levels likely for FY 79-FY 82.

This annual report contains a summary of the study. Council members did not participate in the study but carefully reviewed its findings. Based on this review, the Council recommends that:

. The Department of Education, given the new mandate of the recently passed Vocational Education Amendments of 1976 to improve guidance and counseling, actively seek Federal funds for this purpose and develop realistic plans for using them effectively.

D. Comments on Part II, A Six Year Review of Council
Recommendations and Board of Education and Depart-
mental Response

Part II of the Council's Annual Report catalogues the Council's recommendations in previous years by 13 major categories. The Council's assessment is that progress has been made; more rapidly in policy leadership and program implementation areas; slowly with respect to planning and research. The Council presents Part II as an assessment of past actions but makes no specific recommendations.

CHAPTER II

Legislation: Providing Equal Access Opportunities in Vocational Education

A. Introduction

For the last few years the Council has been concerned about what has become known as the "access issue." Reports by the Council and by other concerned organizations have repeatedly concluded that women, disadvantaged, blacks and other minorities, handicapped and bilingual youth and adults have been and are being denied equal access opportunities to quality vocational education programs. This inequity is not confined to certain categories of students but also exists in certain geographic areas, most notably in central cities and rural districts.

In its recent Policy on Occupational Education, the Board of Education observed the greatly restricted access opportunities open in vocational education for certain student categories and geographic areas and developed administrative strategies to improve access opportunities.¹ The Council commends the Board of Education for developing these strategies but based on several years of close scrutiny of the vocational education system, the Council remains convinced that administrative procedures alone will not rectify the access problem. Believing that the access issue must also be addressed in the legislative forum, the Council is drafting legislation to deal with the more basic issues of access.

The Council decided to initiate legislation well aware of the intricate and involved steps to be taken along the way. For years the Council has been concerned with the slow pace of improving access and the relatively low level of public awareness, not only of the issues involved, but of the improvements needed now. Regardless of the outcome of the Council's efforts, we believe the process of public discussion created through sponsorship of this legislation will elevate public awareness, improve the dialogue among educators on the issues involved, and serve to reduce barriers to change in the system.

Legislative reform is long overdue for the Massachusetts system of vocational education and the Council was encouraged by the spirited public hearing conducted this

1. Massachusetts Board of Education, Policy on Occupational Education, May 1976, p. 4.

year at the State House, on S. 272 (Senator Rogers' bill) to reorganize the Division of Occupational Education. While the Council is not of the opinion that the overriding vocational education issue pertains to the governance of the system, as detailed in S. 272, the hearings on the bill reinforced the Council's belief that vocational education is indeed a current issue within the legislature. In view of the several recent statewide studies and reports that recommended legislative changes in the state vocational education laws, the time appears particularly ripe to sponsor major vocational education legislation. Further, a comprehensive study of vocational education in Massachusetts was recently begun by the General Courts' Commission on Unequal Educational Opportunity, which will ultimately report its findings and recommendations to the full legislature.

B. A Brief Status Report

The legislative proposal drafted by the Council deals extensively with three of the most pervasive problems with vocational education in the State - outdated vocational program offerings, limited access opportunities to vocational education and inequitable funding allocations. Comments, studies and conclusions made by various unrelated agencies and councils illustrate the scope of the major shortcomings in vocational education, as well as pointing to the necessity for making extensive revisions in these areas. (While citing these studies as evidence of public concern with these issues, the Council does not necessarily endorse all of them as accurate statements of current conditions.)

(1) Inadequate vocational education programs

. "Vocational education programs in the Commonwealth are unnecessarily narrow and fail to provide students with basic skills necessary to provide flexibility to compete in the labor market."²

. Data show that three fields - services, technical and distributive (sales) - are among the fastest growing in Massachusetts. It would be anticipated that vocational schools keeping pace with labor market trends would develop and expand these programs. One survey concluded that two-thirds of

2. Massachusetts Advocacy Center, Equal Opportunity Denied: Vocational Education in Massachusetts, June 1976, p. 3.

the regional vocational schools offered courses related to the fastest growing fields but less than one-tenth of the urban schools offered similar programs.³

. "Courses, programs and fields of study in vocational education must be reviewed on a regular basis...to establish their relationship and relevancy to trends in the job market."⁴

. "The Division should increase its efforts in providing needed technical assistance to local education agencies in order to develop and extend vocational education programs at the secondary level to students who are presently denied access to relevant vocational education due to lack of facilities and/or programs."⁵

(2) Limited access opportunities

. Data suggest that minority students have limited access to vocational schools in the Commonwealth. "There are strong indications (a) that there is little or no participation by minority students in the majority of vocational schools in Massachusetts and (b) that the largest number of vocational schools are located in geographical areas of the state where minority students do not live and therefore are not served."⁶

. "Access to occupational education programs is severely limited for certain categories of students(racial minority, bilingual, female, handicapped, adult) and for certain geographic areas(urban and rural). The amount and quality of occupational education available to students differs significantly from district to district and among different regions of the state."⁷

(3) Inequitable funding allocations

. "The expenditure and allocation of vocational

3. Ibid., pp. 63-64.

4. Massachusetts General Court, Joint Committee on Post Audit and Oversight, State Financial Assistance for Secondary Vocational Education, July 15, 1976, p. 87.

5. Ibid., p. 47.

6. Advisory Council's 1974 Report, p. 34.

7. Board of Education, Commonwealth of Massachusetts, Policy on Occupational Education, May 1976, p. 4.

monies in Massachusetts discriminates against three particular groups of students - females, minorities, and the handicapped."⁸

. Economically and educationally disadvantaged students, particularly those from economically depressed areas and in areas with high rates of school dropouts and unemployed youth presently receive a disproportionately small share of vocational monies as well as poorer quality programs.⁹

. "Twenty-six schools (22 regional vocational schools and 4 independent vocational schools) of 300 in the Commonwealth and serving only 14.6% of the occupational student enrollment received 52% of total state reimbursements for secondary vocational education programs in fiscal year 1975 for the 1973-1974 school year... The remaining 274, including 24 city-wide vocational schools which served 85.4% of the occupational student enrollment, received 48% of the state reimbursement."¹⁰

. "The annual patterns of expenditure of federal and state vocational education monies must be reversed so that the bulk of funds accrue to economically depressed areas, particularly cities and large towns. This reallocation of funds would result in the expenditure of monies in areas where target student populations, identified by federal law and state priorities, reside."¹¹

C. Issues Addressed by the Proposed Legislation

The proposed legislation deals with the concerns mentioned above by: (1) calling for a broadened definition of vocational education; (2) introducing a client and geographic emphasis in state funding patterns; and (3) increasing the responsibilities of the Department of Education in the area of delivering vocational education programs.

(1) Expanded definition of vocational education

In its recently issued Policy on Occupational Education,

8. Ibid., p. 2.

9. Policy on Occupational Education, op. cit., p. 2.

10. Joint Committee on Post Audit and Oversight, op. cit., p. 44.

11. Mass. Advocacy Center, op. cit., p. 85.

the Board of Education noted:

"Since Chapter 74 is restricted to the approved vocational categories, it does not reflect the federal flexibility to accommodate new and emerging occupations and manpower needs."12

The Council agrees with that observation and therefore our legislation will propose repeal of the Chapter 74 definition of vocational education, replacing it with a modified version of the progressive federal definition embodied in P.L. 90-576 and P.L. 94-482.

The Massachusetts definition not only fails to respond to new occupational needs, it also tends to perpetuate the continuance of outdated programs. Today vocational education is defined in Massachusetts as it was first enacted in 1911 (with a 1938 amendment introducing distributive education and a later amendment introducing practical nurse training) despite the vast number of changes in technology, employment opportunities, student needs and educational philosophy. Technically, vocational education is defined as "education of which the primary purpose is to fit pupils for profitable employment."13 This potentially broad definition is narrowed considerably by another section of Chapter 74, which allows the state to reimburse cities and towns for expenditures made only in the following categories: distributive occupations, industrial, agricultural, household arts and practical nurse training. For practical purposes these categories constitute vocational education at the present time.

In 1911 Massachusetts was a leader in vocational education. Not until 1917 did the federal government pass similar legislation, the Smith-Hughes Act. The drafters of the federal categorical approach to vocational education viewed it as being designed to prepare workers for the more common occupations existing in 1917. Over the years subsequent amendments were added to increase the federal categories until dissatisfaction with that approach led to the 1963 and 1968 restructuring of the federal approach.

In 1961 a panel appointed by the President to study the inadequacies of the then existing federal categorical law concluded that the approach

12. Board of Education, Policy on Occupational Education, May 1976, p. 21.
13. MGLA, Ch. 74 §1.

- . was inadequate to prepare certain groups of young people, adult workers and women for their new role in the changing work patterns of the times; and
- . was ill-suited to provide expanded vocational programs consistent with shifting employment possibilities and economic needs.

Congress reacted to this report by enacting the Vocational Education Act of 1963, which eliminated the categorical definition of vocational education in favor of a more time resistant definition. Funds could be spent on programs to fit individuals for gainful employment, encompassing all occupations not then covered by federal law. Congress made this shift based upon the following observations:

- . The labor market was characterized by the paradox of persistent unemployment occurring simultaneously with rising demand for skilled manpower.
- . The 1917 vocational education programs were developed in another era, when they were deemed essential to economic progress, but they fell far short of meeting the greatly stepped-up needs of the present.
- . Existing federal vocational educational legislation prepared students for low skilled, disappearing jobs in fields such as manufacturing, while it ignored the growing fields of professional, technical, health and sales occupations.

The Vocational Education Amendments of 1968 continued to employ the same broad definition of vocational education, expanding it to include the concept that vocational education must become more responsive to the needs of persons with special difficulties which prevent them from succeeding in regular vocational courses, and the concept that certain geographic areas needed particular attention.

The present federal definition of vocational education is far more comprehensive than the categorical approach still adhered to in Massachusetts. Broadening the definition, as the Council proposes, to include a broader range of programs, a modified labor market definition, and a functional approach, will provide local educational agencies with the legal authority to increase their course offerings. This approach will also provide for increased access opportunities, since a far broader range of programs can be offered.

(2) Shifting the state financial reimbursement emphasis

Under present Massachusetts law the state reimburses local education agencies maintaining approved vocational education programs for 50 per cent of the net maintenance costs of those programs. The inequities resulting from such a financial reimbursement scheme have been mentioned earlier. In essence, the state is saying that communities spending the most local money will receive the most state aid and communities unable to invest large amounts of local money will receive only a 50 per cent reimbursement, on the reduced amount of money that these poorer communities can allocate to vocational education.

The Council strongly feels that access opportunities in certain geographic areas will become more equitable only when this regressive reimbursement scheme is changed to one more responsive to the individual needs of certain groups and communities. The inevitable inequities of the flat 50 per cent state reimbursement schedule have been alleviated somewhat by the state's policy in distributing its discretionary federal vocational education funds under P.L. 90-576. Nevertheless, the Council remains convinced that even an equitable distribution of approximately \$13 million federal funds is inadequate to overcome the glaring inequities in the annual distribution of over \$40 million of state money.

In its draft legislation, the Council proposes to ameliorate the harshness of the law governing state reimbursement of vocational education money by incorporating some factors insuring greater equitability. One of these factors will involve a local education agency needs assessment, including the development of a vocational program package with a penalty/reward system concerning the implementation of vocational education opportunities. A second factor involves a formula change based on the "affluence" of a community, with "poorer" communities being able to receive state money in excess of the basic 50%. Specific details on both factors will be worked out in consultation with the many interested groups.

(3) Exploring alternative delivery systems for vocational education

Consistent with the Council's urging development of alternative delivery systems for vocational education, some of which is being explored by such schools as Minuteman Regional Vocational-Technical High School, and being implemented by the Southern Berkshire

Collaborative, the draft legislation will facilitate the adoption of some specific innovations designed to assist target populations(consumers) in certain geographic areas. We believe there may be some merit in exploring a centrally and uniformly administered program for a form of educational entitlements, including a career counseling component. The Council sees the need for encouraging the use of additional and better quality vocational education programs for more students by using new approaches.

(4) Other issues

The draft legislation will also address several additional issues which the Council believes are necessary to complete the Council's objectives of improving access opportunities. These issues may include such changes as "breaking" the artificial barrier that exists between secondary and post-secondary vocational education, developing a better relationship and understanding between public education and private, proprietary education, and the development of a state-wide comprehensive vocational manpower management information system.

D. Conclusion

The Council commences the FY 76 Annual Report with this chapter on legislation as an indication of where the Council's priorities are for FY 77. This effort results from not only the work that the Council has done over the past years, but also from the slowness, in the Council's view, of the vocational education system's correction of critical access problems through piecemeal administration remedies. The Council's proposed legislation will constitute our recommendation in this area.

CHAPTER III

Comments on the Educational Amendments of 1976

A. Background

During much of Fiscal Year 1975 and 1976, the Congress spent an almost unprecedented amount of time conducting oversight hearings on vocational/occupational education. Among other areas, hearings were held on sex bias and stereotyping, post-secondary involvement in vocational education, people who are handicapped or otherwise disadvantaged, and bilingual needs. Out of these many hearings came an omnibus educational bill from the Senate, and a more specific vocational bill from the House of Representatives. In conference, agreement was reached combining the two bills into a new Public Law, 94-482, the "Educational Amendments of 1976."

While the ramifications of the new law are still being defined and studied, it is clear that the law will rather profoundly alter the delivery and intent of services to consumers of vocational/occupational education. The Advisory Council has an opportunity to relate its concerns to the new law for Massachusetts in the future. It is also apparent that vocational education will have to address new and expanded responsibilities, along with increased accountability expected by the Congress.

B. Thrust of the New Legislation

The shape of Public Law 94-482 is quite different from Public Law 90-576(Vocational Amendments of 1968). The 1968 legislation was basically outcome oriented, with little concern for process. The 1976 legislation is highly prescriptive and process oriented. It will take some time for most State Departments of Education to adjust to the different framework.

The Act reflects several new directions and priorities, both for the States and for the Federal education departments. New funding categories include emphasis on pre-service and in-service training for vocational personnel; vocational guidance and counseling(long criticized for its weakness); specific grants to eliminate sex bias and sex stereotyping; and renovation of outmoded facilities. Increased attention and significance has been given to state planning, a weakness in virtually all states and criticized for several years by the State Advisory Council

in Massachusetts. The Act also continues certain program categories contained in P.L. 90-576; namely, programs for those with handicaps, the disadvantaged, post-secondary programs and limited English speaking groups.

C. Increased Planning Emphasis

As a result of repeated criticism of the planning process and plan document by State Advisory Councils, by the General Accounting Office and by Congress itself, the new legislation is far more prescriptive with respect to what must be done by way of process and product. The law mandates involvement of ten groups in developing the five year plan, including both the State Manpower Services Council (mandated by the Comprehensive Employment Training Act) and the State Advisory Council. It stipulates that no fewer than four meetings must be held during each planning year, and that unanimous agreement on the plan is required. An appeals procedure is also legislated, in the event an "objecting agency" disagrees with the State Board. The Board may add other representatives to the planning group, beyond the ten cited in the Act but apparently any added representatives would not fall under the unanimous agreement/appeal provisions.

The development of a five year plan is the critical element in the planning process; it is seen as a foundation from which will come both an annual program plan and an accountability report for each year of the five year plan. The annual plan is not merely a way of updating the five year plan, but a way of specifying how funds are to be allocated and used, how these funds support priorities and programs specified in the law, how they are used to support the basic purposes of the law (e.g., elimination of sex bias), and how local advisory councils are to be used. The annual plan must also describe goals, state whether or not they have been reached, and summarize evaluations of programs, including a statement on whether or not the State Board has used these evaluations to improve its program.

The detailed requirements for planning give clear evidence that Congress expects a qualitative change in the delivery of vocational education. While the legislation cannot guarantee such improvement, the future funding of vocational education will likely depend on state responsiveness to Congressional intent.

D. Changing Role of the State Advisory Council

Public Law 94-482 reaffirms and expands the role of state advisory councils in the areas of planning, coordination with the State Manpower Services Council, and technical assistance (stating that the State Council shall provide on request technical assistance to local advisory councils). The law mandates representatives from 20 different categories, which is eight more than cited in the 1968 legislation, as well as specifying that the members shall serve three year, staggered terms. Minimum and maximum funding levels have also been increased, subject to funds being appropriated.

The most dramatic change is the mandated joint involvement of the State Manpower Services Council (SMSC) and the State Advisory Council in identifying "the vocational education and employment and training needs of the State and assessing the extent to which vocational education, employment training, vocational rehabilitation, and other programs assisted under this and related acts represent a consistent, integrated, and coordinated approach to meeting such needs." The State Advisory Council is also required at least once annually to comment on the reports of the State Manpower Services Council, including those comments in its annual report. The Comprehensive Employment Training Act is also amended to include identical responsibility for the SMSC.

How this joint involvement in this critical area will be executed remains to be worked out between the two groups. Even with added Advisory Council funding, sufficient funds for new data generating staffs is not likely. The Massachusetts Advisory Council on Vocational-Technical Education and the State Manpower Services Council have started the process of developing a working relationship.

E. Conclusion

This chapter has not attempted to analyze all of what is in Public Law 94-482, but rather has highlighted certain sections of the law relating to concerns the Council has had for several years. The Council is encouraged by the fact that the law addresses concerns cited by the Council since FY 1970 - guidance, access issues, planning, sex bias and stereotyping, the need for attention to emerging occupations, and others.

The increased involvement of additional interested groups, improved state planning, increased concern with serving people of all ages, from more groups, elimination of critical access problems and more rigorous accountability cannot help but improve the quality and quantity of vocational programs. This Council looks forward to a productive five years under this Act.

CHAPTER IV

Access: A Continuing Agenda for Action

A. Introduction

For the past three years the Council has devoted a substantial portion of its resources - financial, staff and members - to investigating the problems of access to occupational programs and facilities by students who are handicapped(special needs), linguistic minority groups, blacks and other minority groups and women. Most of this investigation has been carried out by the Council's ad hoc Access Committee, augmented by outside consultants; and during FY 76, by enlisting individuals from diverse agencies and organizations sharing similar concerns.

This chapter is an update on the Council's activities during FY 76.

B. Access and Students Who Are Handicapped

In 1974 the Council sponsored a study on ways to improve the access of students who are handicapped to the resources and facilities of vocational schools. In February 1975, the Council awarded the Massachusetts Committee on Children and Youth(MCCY) a grant to undertake such a study and prepare recommendations for the Council's consideration. The Council accepted MCCY's report and included a summary of the findings and recommendations in its FY 75 Annual Report.

The MCCY report of August 1, 1975, included numerous findings and recommendations. MCCY uncovered manifest needs, along with inappropriate state and school policies relative to the access of boys and girls who are handicapped. During FY 76 the Council met with state education leaders to initiate action on the recommendations contained in the report. We can point to several areas where progress is being made to improve vocational education services for students who are handicapped: (1) new enrollment policies in some regional vocational-technical high schools; (2) the development of collaboratives; and (3) a new working relationship between vocational education and special education.

Concomitant with a need for new priorities and changes in policies, however, there appears to be a lack of understanding among many vocational educators concerning the

needs of children and adults with handicaps. Some teachers and administrators appear to hold distorted impressions and prejudicial assumptions about the potential of people with handicaps to succeed in vocational education courses. They assume students who are handicapped will not find jobs after graduation, cannot handle the equipment with safety nor ease, and will disrupt the pace of learning of regular students. Vocational educators in general continue to resist serving those who are handicapped and have reservations concerning placement of students who are handicapped in a classroom with regular students. In fact, children with handicaps realize the same benefits and experience, the same successes from vocational education as do other students. Attitudinal development must be the primary goal of any effort if success is to be achieved.

Because of this, the Council (by contract or staff), with the help of state staff, intends to develop a series of workshops for consumers, including parents, vocational education teachers, administrators, and school committee members. The workshops will demonstrate to the participants that students with handicaps, including adults, can handle the material, machinery and curriculum in vocational schools; the workshops will provide information to job placement officials on techniques and resources for job placement of those handicapped. It is hoped that the workshops will stimulate a dialogue at the community level for the enhancement of vocational education opportunities for those with handicaps. Of great significance is the fact that this process will help establish linkages, presently lacking, among both service providers and consumers.

Toward this end, the Council has been meeting the representatives of a number of organizations interested in the education of students with special needs, including Department of Education personnel concerned with the delivery of services.

Recommendations

The Council recommends that:

. The Board of Education and the Department continue to give top priority to the installation of quality vocational programs relevant to the needs of students who are handicapped; and that

. The Department of Education in FY 77 and FY 78 provide funds, information and technical assistance for developing programs, including audio/visual materials,

to create a positive image of those who are handicapped in the world of work.

C. Access and Linguistic Minorities

The focus of the Council's FY 76 efforts in improving access of linguistic minorities was to identify the problems linguistic minority students have in accessing vocational education, and to develop strategies for informing the public about these problems. The Council's goal is to expand opportunities in vocational education for linguistic minority students.

To assist with these efforts, the Council's Access Committee brought in several outside resources. With the active help of these resources, the Council found that:

- (1) Bi-lingual vocational education funds do not appear to be reaching linguistic minority students;
- (2) CETA(vocational education) funds do not appear to be reaching linguistic minority people;
- (3) Teacher certification procedures appear to work against hiring vocational education teachers and counselors with limited English-speaking ability;
- (4) Some teacher training programs in the Commonwealth do include courses for teachers of bi-lingual or bi-cultural students, but they are not adequate; and
- (5) Agencies and communities lack basic information about the role and organization of occupational education and about the availability of federal and state funds for bi-lingual vocational education.

While many problems and barriers remain, the Council commends the Department and the Division for recognizing these problems and its efforts during FY 76 to improve access.

In its May 14, 1976, Policy on Occupational Education, the Board of Education recognized that "access to occupational education programs is severely limited(emphasis

added) for certain categories of students(racial minority, bi-lingual, female, handicapped, adult) and for certain geographic areas(urban and rural). The amount and quality of occupational education available to students differ significantly from district to district and among different regions of the Commonwealth."¹ This severe limitation, as it specifically applies to linguistic minorities, has been a key concern of the Advisory Council since FY 1973, as well as of ABCD, the Department of Bilingual Education, the Mass. Commission Against Discrimination and the Bureau of Equal Educational Opportunity.

After establishing three long-range goals for occupational education in its policy statement, the Board of Education cited as its first short-term objective the following:

"Occupational education will be provided to a greater number of youths and adults. The Board especially will promote greater opportunities for students who presently are unserved or underserved(minority, bi-lingual, handicapped, urban and rural, and females in occupational areas in which they have been underrepresented) by encouraging more opportunities...."²

"Under improved fiscal approaches designed to carry out the Board's goals and objectives, it stressed the use of federal monies, state funds and the directing of special education and bi-lingual education resources to address occupational education objectives."³

To facilitate access, the Board has stated that it will "Monitor and enforce regulations for bilingual education, special education and Chapter 622 regarding the obligation of school districts to assure access to all educational programs in a non-discriminatory manner."⁴ And in order to measure progress, the Board has decided to lay out a tentative framework of standards, including an "increased number of urban, rural, minority, bilingual and handicapped students in publicly sponsored education programs...."⁵ It is clear that the Board has recognized linguistic-

1. Policy on Occupational Education, Mass. Board of Education, May 14, 1976, p. 4.

2. Ibid, p. 6.

3. Ibid, p. 8.

4. Ibid, p. 8.

5. Ibid, p. 14.

minority access to vocational education as a major concern and has provided a framework for action. The Council commends these steps.

A Plan of Action

The Council views the following steps as essential to translating goals into effective action programs:

- (1) Establishment of a policy framework at the State level: This has been done, through the Board's May 14, 1976, policy statement.
- (2) Definition of the true nature of the problem, by collecting data on resource availability (human and financial), resource application, and, where changes can be made, resource allocation.
- (3) Establishment of a list of priorities, to serve as a concrete framework for translating policy into action programs.
- (4) Provision of adequate administrative support to initiate programs, to monitor and enforce 622, and to evaluate program effectiveness: This, in part, has been started through the creation of a 622 team under the direction of a coordinator.
- (5) Planning: The planning effort has started, but a 2-5 year plan for improving linguistic minority access should be developed.
- (6) Program Development: Adequate and comprehensive vocational education programs must be developed for linguistic-minority students.
- (7) Funding: The proposal review process for distribution of financial resources, state and federal, to linguistic minorities must be assessed. Funds available for linguistic-minority programs appear not to be adequately used.

The Council commends the Board, the Commissioner, and the Associate Commissioner of Occupational Education for taking the first critical policy and administrative steps toward implementation of programs designed to meet the needs of linguistic-minority students. It is evident

that more has to be done and the Council pledges its active assistance and support.

Recommendations

The Council recommends that:

. The Department of Education develop an integrated plan of action for: (a) improving access of linguistic minorities to occupational programs and facilities, and (b) improving the quality and quantity of program availability by a coordinated and integrated effort of all departmental divisions involved in resource allocation;

. The Board of Education increase the amount of federal funds allocated to linguistic minority occupational competency and vocational programs;

. The Department of Education work closely with teacher training institutions to insure that adequate, quality programs are available to prepare teachers to handle linguistic minority programs; and

. The Department of Education insure the provision of adequate information and technical assistance to expand linguistic minority programs.

D. Access: Opportunities for Girls and Women

The ad hoc Access Committee continued to review state and local efforts to improve access by girls and women to occupational/vocational programs, and to look at program availability in terms of the presence of sex bias or sex stereotyping. Visits to a selective number of programs by members, staff and outside resources resulted in these two major findings:

- (1) Very little that is innovative is happening in vocational education with respect to girls and women; and
- (2) While it appears more girls and women in FY 76 (compared to FY 75) are in vocational education programs, there is little evidence of "outreach" recruiting, and program enrollments still reflect traditional patterns.

Until recruiting is programmed on an outreach basis and until new non-traditional programs are developed, access

opportunities for girls and women will not be effectively available.

The Council recommends that:

. The Department of Education, through its central staff and regional offices, provide information and technical assistance to LEA's in the initiation of out-reach recruitment programs and the development of innovative programs for girls and women in occupational/vocational programs.

E. Minority Access

The Council worked with the vocational education sub-committee of the Citywide Coordinating Committee on vocational education programs for minorities in the Boston school system during FY 76, and assisted in the preparation of a special report. The report, among other items, discussed the slow response of the school system in meeting the special needs of minority groups. While the State Department of Education indicated that it would make federal funds available for program funding, few innovative or responsive programs were, in fact, funded in a timely fashion for FY 76 implementation.

The Council conducted no other research in other parts of the State on minority issues, but remains concerned that minorities are either denied access or cannot access quality vocational programs.

CHAPTER V

Board of Education Response to the Council's FY 75 Recommendations

For the first time since the Council's organization, the Board of Education included the Council's recommendations as an agenda item for discussion. (Prior to FY 1976, the Board's responses were limited to staff responses found in the State Plan document.) The Executive Director was present when the Board discussed the Council's recommendations and is able to report that the discussion reflected interest in and concern with the recommendations. The Board is to be commended for this action, which is directly responsive to the Council's recommendation in its 1975 report.

The following pages present Council recommendations and the Board's responses. These were submitted to the Council officially by the Commissioner of Education. The Council provides no additional comments to the Board's responses. Clearly, this year's responses is a level of action heretofore not experienced by the Council. We believe this dialogue between the Council and the Board heralds an improved level of interaction.

Recommendation #1

A thorough review of alternative approaches and delivery systems be initiated to provide communities with sufficient information to select the option best suited to their needs and resources.

Response

The Board of Education has supported and will continue to support a thorough review of alternative approaches and delivery systems to provide communities with sufficient information to select the option best suited to their needs and resources.

During 1974, one Task Force working on Occupational Competence published two booklets, collaborative programs within Massachusetts and collaborative models from other states. These booklets have been given wide dissemination by the six regional centers. Among the rating factors for selecting recipients of occupational competence grants are innovation and adaptability to other school systems or collaboratives.

Some alternative approaches for developing new delivery systems have included the following: (1) sharing time, facilities, equipment, faculty, textbooks and students services among various school levels and districts, (2) scheduling space to achieve maximum use such as after 2:30 P.M. at the Regional Vocational Technical School, (3) using industrial arts shops and home economics laboratories at the comprehensive high schools, (4) leasing space at non-educational institutions such as hospitals, industry, military installation, post offices and state buildings, (5) using mobile units for temporary space and for entering areas difficult to access, such as within the prisons, and (6) using local community resources, such as civic buildings, shopping centers, union and business facilities for work study and cooperative arrangements.

For example, the Southern Berkshire Educational Collaborative, Career Education Center, Sheffield, has the Trade Internship Project which is designed to develop individualized occupational programs for students involving community trades-people and community resources in the instructional program. The project services four participating school districts: Berkshire Hills Regional School District, Lee School District, Lenox School District, and Southern Berkshire Regional School District. Its four basic objectives are: (1) to develop an operational model for occupational education internships, (2) to provide occupational education internships, counseling, and academics, (3) to development a cadre of skilled tradespeople willing to provide student internships, and (4) to develop an inservice training program for community tradespeople.

The project emanated from an extensive research study conducted in Southern Berkshire County by the University of Massachusetts which recommended a community, employer based, occupational education program with controlled learning objectives. The project involves the students in a process starting with the basic career education concepts and moving through occupational training and resulting in job placement.

As a result, the Southern Berkshire County community will test out the feasibility of expanding the perimeters of the educational system beyond the walls of its schools. The new perimeters will extend into the community, seeking out the educational experiences beyond the confines of any single institution.

The Exploratory Competency-Based Occupational Education Program for Fitchburg High School establishes the necessary mechanism to bring about competency-based occupational education for the students of the comprehensive high school. It is an attempt to diversify the role of career exploration, dovetailing vocational education, and developing an inter-relationship with

Montachusett Regional Vocational School for better and more career opportunities. It supports and complements the respective program in each of the schools involved, and extends occupational education offerings to 200, 9th and 10th grade students. Provision has been made to mainstream disadvantaged and handicapped students. Each program offering has two levels of competency based upon competency levels established in the clusters at Montachusett Regional Vocational School. Exploration provides experiences for students to evaluate their interest, abilities, value judgements and needs as they relate to their occupational roles. This allows for tentative selection of further educational and occupational goals. Students who successfully complete the program meet vocational certification requirements in a shorter time upon entry to Montachusett. Hence, more vocational slots are provided to students by reducing the exploratory program at the regional school.

The Chicopee program trains students in the area of Telecommunications. Utilizing the award of a community Cable Television Service, the school department has used this opportunity to program general interests to the community via television and F.M. radio. The students in the program help in the production of locally originated programs as part of their hands-on skill training. Courses of study include: Radio Management, Radio Production courses (including Principles of Radio and Broadcasting Operations), Broadcast Journalism (including Writing, Voice and Articulation), Electronics (F.C.C. First Class Radio Telephone License), and Communications Law. With the help of second year funding, the Chicopee Public Schools Telecommunications Program will be expanded to include Freshman and Sophomores in "Career Awareness Workshops." These workshops conducted in satellite studios at both high schools will prove a good screening device for the selection of Juniors and Seniors who will matriculate at the Telecommunications Center. Coordination of already existing courses into Occupational Clusters would also be a

function of the expanded program as well as the scheduling of pre-recorded educational programs over the closed-circuit cable.

Recommendation #2

Develop a clear and coherent policy with respect to the role of post-secondary programs, public and private, non-profit and profit-making, and establish guidelines under which these facilities can participate on a contractual basis in the delivery of occupational and vocational programs to secondary, post-secondary and other target groups who may have limited access to quality programs.

Response

The Board of Education Policy on Occupational Education has addressed this need. Some examples of collaborative approaches with community colleges are contained in this document. One is the Lower Pioneer Valley Community College Program in which high school students are brought to Springfield Community College to avail themselves of the college's courses and facilities and receive maximum high school credit for the experiences. Bunker Hill Community College and Medford Vocational High School are collaborating to offer community college students skills in printing and graphic art trades at the vocational school, and secondary school students skills in business and management at the community college. The Board of Education has been meeting with the Board of Regional Community Colleges to develop a joint policy on post-secondary education.

A clear and coherent policy which identifies the role of private post-secondary occupational education training institutions has been developed and specifies what the training facility may provide for training. (State Plan, Part I, Section 1.8) It provides for referrals from the Division of Employment Security, public school counselors, community agencies, youth

organizations, law enforcement agencies, and other appropriate agencies.

The guidelines under which these private training facilities can participate through a contractual basis to deliver occupational programs are contained in the Federal Register for Vocational Education, paragraph 102.5a, "...where the State Board or local educational agency determines that such private institutions can make a significant contribution to attaining the objectives of the State Plan, and can provide substantially equivalent training at a lesser cost, or can provide equipment or services not available in public agencies or institutions."

One example of a collaboration effort of a public school and a private training institution is the post-secondary program contracted by the Medford School Department to Northeast Technical Institute to provide Air Conditioning Refrigeration Mechanic training.

Examples of other collaboratives, in addition to those referred to in Response One, are: (1) the Putnam Vocational Technical High School with local business and industry for prevocational training incorporated with vocational information and sheltered work experience, (2) the Berkshire Community College with several comprehensive schools and private secondary schools in the Pittsfield area for making computer time available under a regional time-share computer-aided-instruction collaborative effort, and (3) the Berkshire Regional School District with several public and private agencies (Neighborhood Youth Corp, U.S. Department of Soil Conservation, Berkshire Foundation, private business) in providing an interdisciplinary approach in exploring conservation and ecology problems.

Recommendation #3

The Board of Education continue to give priority to developing a comprehensive planning process insuring that all effective parties are a part of the process.

Response

The Division of Occupational Education has expanded participation in the planning process within itself and among its sister agencies.

Internally, the Division has developed and implemented a regional approach to its Management Information System. This has increased the participation and role of the Regional Offices in the collection, interpretation and use of data influencing planning decisions. Information such as enrollments by program, number of programs, facilities, follow-up and other data related to collaboratives and exemplary programs is now available by region. In addition, the Regional Offices continue to function as contacts for local offices of State agencies, community groups and other agencies effected by occupational education. Input from parents, teachers, students and the advisory councils is utilized in the identification of relevent information and its subsequent inclusion in the State Plan.

The Division has also designated a staff member who is responsible for improving communication between Business, Industry, Labor and the Division. Recommendations concerning curriculum development and program area selection as well as hiring trends and training needs have had a meaningful impact on the planning process. The strengthening of this relationship has led to an expansion of the role played by the business community in the planning of occupational education programs and services.

In addition to those already mentioned, the Division has also sought and received participation from many of the Federal, State and private agencies in the Commonwealth. The Occupational Information Coordinating Committee

has been organized and is now functioning as a repository for supply and demand data related to occupational education. This formal approach to the collection and analysis of data has reduced duplication of effort among the participating agencies and is resulting in a more coordinated and comprehensive view of the needs and the delivery system for occupational education at all levels. The other agencies involved in this effort are the Division of Employment Security, the State Manpower Services Council, the Vocational Rehabilitation Commission, the State Planning Office, the Executive Office of Educational Affairs, the State Board of Community Colleges, the Bureau of Labor Statistics, and the Massachusetts Occupational Information System.

The Division also receives data input from the Department of Education, the Department of Commerce, Private Trade and Business Schools, the Federal Reserve Bank of Boston, the U.S. Department of Labor, and the U.S. Department of Health, Education and Welfare.

This is an ongoing Board and Department function and it should be noted that the Board seeks the Council's assistance in this matter, but the responsibility for planning is that of the Board of Education.

Recommendation #4

The Board of Education formally advise the Council of its decisions to take action, defer action or reject the recommendations at some point prior to the submission of the next State Plan.

Response

All of the recommendations made by the Council in the Sixth Annual Report will be acted upon by the Board of Education and the Council will be informed.

Recommendation #5

Develop a comprehensive, aggressive state policy statement on Chapter 622 which includes strategies for encouraging the inclusion of students particular on the basis of race, sex, and national origin in vocational education programs and institutions across the Commonwealth:

Allocate full-time staff positions for a 622 team, knowledgeable about the diverse vocational education needs of minority, female and bi-lingual students, who can provide technical assistance and expertise to local and regional vocational institutions which are responsive to 622 related issues in occupational education.

Support or file legislation to aid vocational education in urban areas of the Commonwealth.

Response

The Division of Occupational Education has assigned a person to be the Chapter 622/Title IX Coordinator. The primary responsibility of the Coordinator will be to develop, on a statewide basis, strategies that will assist vocational educators in meeting the compliance requirements of Chapter 622 of the Acts of 1971 and Title IX of the Education Amendments of 1972, by ensuring that all students have equal access to all vocational/occupational programs and the support services necessary to ensure their success.

There is planning for additional staff for the Coordinator and, of high priority, recognition of the need to hire a bi-lingual specialist and to set funds to develop replicable models for bi-lingual vocational education programs. Also in process are plans to develop an instrument to evaluate support mechanisms necessary for success of bi-lingual students in occupational/vocational education programs.

The Coordinator is working closely with Regional Occupational Education staffs as they provide services to schools and school districts and serves as the resource person on all issues relating to Chapter 622 and Title IX. Also, she is the liaison between the Division of Occupational Education and other Divisions and Bureaus within the Department of Education.

The development of a Resource Center has been started. In addition, a screening process is being established to assure that all grants and contracts will be awarded on the basis that the recipients are in compliance with Chapter 622 and Title IX. Proposals funded for F.Y. 1977 and 1978 will emphasize the need to expand opportunities for females, minorities and bi-lingual students in occupational education.

Collaborative efforts have been proceeding between the Massachusetts Department of Education's Division of Occupational Education and Bureau of Equal Educational Opportunity. The efforts include designing a program to collect data from which a measurement instrument will be developed to assess the yearly increase of female, minority and bi-lingual enrollment patterns on a local, regional and state-wide basis. A joint review process of the 3 - 5 year Admission Compliance Plans, required from all vocational schools, is also underway.

Finally, the Division and the Bureau of Equal Educational Opportunity are collaborating in the planning and coordinating of a state-wide conference for 500 participants to be held January 27, 1977. The purpose of this conference is to help educators design programs that will expand career options for students.

The staff of the Department is currently working very aggressively on this and will continue to do so.

Recommendation #6

Direct the administrators of area and regional vocational schools to comply with Chapter 766, and assist them in developing mechanisms for compliance; and

Bring together special education coordinators and vocational education administrators in selected towns and cities and cooperation in providing vocational education for special needs students.

Response

The Division of Special Education and the Division of Occupational Education have developed a joint policy statement for superintendents of schools and special education administrators regarding responsibility of Regional Vocational Technical School Districts under Chapter 766.

The policy statement covers two circumstances by which students enter a regional vocational technical school, by recommendation in a Chapter 766 educational plan, and those who are already enrolled in the Regional Vocational Schools.

The bringing together of special education coordinators and vocational education administrators was initiated during the summer of 1975 at each of the six Regional Educational Centers.

The workshops were conducted by staff from the New Bedford Area Center for Human Services and provided technical assistance to Regional Vocational School Coordinators and Administrators of Special Needs students and Directors of Special Education in each of the feeder schools. The nature of the technical assistance was to orient participants relative to value of public and private human services in their respective locations, develop mechanisms for third party reimbursement, and establish the implementation of a computerized client data bank. All of the objectives were achieved.

Additional details are contained in the Response to Recommendation #5.

Recommendation #7

The current financial system be significantly revised to permit the collection of data necessary to commence systematic cost analysis and cost-effectiveness assessment.

Response

The Board of Education has been aware of the need for a comprehensive data base. The Deputy Commissioner for Coordination is presently planning a state management information system that would have compatability with systems throughout the state. The first step, presently being implemented, will enlist the active support and cooperation of all state agencies, local agencies, and other educational agencies that would be affected or whose contributions would be essential to developing an effective MIS network. True, effective determination and on-going promotions of cost-effectiveness within the vocational technical environment requires the establishment of formal mechanisms for the proper reporting of data and the development of standardized cost analysis techniques is shared by the Division of Occupational Education and these concerns will be conveyed to the Division of Research, Planning and Evaluation with the understanding that they will take the appropriate actions. The Board has recently funded a program at the University of Lowell which compared earnings of graduates of vocational high schools with those of academic high schools in order to assess whether or not the increased cost for training vocational students was effective. The study is called, "The Impact of Secondary School Occupational Education in Massachusetts."

Some of the findings were as follows:

1. There is a significant difference between the earnings of male and female students.
2. Although there is no significant difference between the average annual income of all 1969 occupational and non-occupational students

who do not pursue post-secondary education, there is a significant average annual income difference in favor of all occupational students for the class of 1973. This difference disappears when 1969 and 1974 classes are combined. All occupational students have a short lived labor market advantage, which is washed out within the first six years after graduation.

3. Trade and Industrial program students who do not attend a post-secondary school have a significantly more favorable labor market experience than non-occupational students who do not attend a post-secondary school. In the 1969 cohort they earn almost \$2,000 more per year than their non-occupational counterparts. If we correct for sex bias, and examine males only, the difference also occurs for the 1973 class and the classes combined.

4. Male Trade and Industrial students who do not attend post-secondary schools also earn significantly more than male students from all programs who attend or graduate from two-year public colleges and state universities. These differences, together with the longer time period that Trade and Industrial students are employed, result in substantially larger total earnings for these students in comparison to students who attend post-secondary schools for the six years of the study. Thus, students who attend post-secondary schools, in addition to recovering the cost of their education, must make up a formidable sum of foregone earnings before they can begin to earn a return on their investment in higher education.

5. Cooperative Program students in Trade and Industrial programs are employed significantly longer than students who do not participate in a Cooperative Program. Although their respective average annual earnings do not differ significantly, the fact that Coopera-

tive Program students work longer enables them to earn substantially more for the six years of the study.

6. The superior labor market experience of occupational students, especially Trade and Industrial program enrollees, seems to result from the independent effect of the school program. Background factors such as the student's socio-economic status and scholastic aptitude fail to explain the comparative success of occupational students in the labor market. Indeed, occupational students come from lower socio-economic levels and have lower scholastic aptitudes than non-occupational students.

The Board will be funding a similar program at the post-secondary level during F.Y. 1977.

Recommendation #8

Develop a working arrangement ("linkage") with the Bureau of Research, Planning and Evaluation in order to (1) identify types of data and data collection methods that would assist the Division in planning, monitoring and evaluating their operations, projects, and priorities; and (2) "open up" discussion between the two on the roles and responsibilities of each department in data collection and research activities pertaining to vocational education.

Response

The Department of Education has contracted with Peat, Marwich, and Mitchell and Co. to analyze the whole department's data gathering tasks and to develop the most efficient means for building a centralized data bank that would meet the requirements of all divisions. The Division of Research, Planning and Evaluation is involved in data processing and analyzing the needs of all units, and maintains the centralized data bank. Discussions are continuing with the

Bureau of Research, Planning and Evaluation, the Deputy Commissioner for Coordination, and the contractor. The expected outcomes of this effort by all involved are greatly improved data collection methods, data arranged in an easily accessed data bank, and the methods to analyze data to provide decision-makers with planning options based upon valid evaluations of programs for the whole department.

The Division of Occupational Education has identified to the Research, Planning and Evaluation division, the types of data and data collection methods presently required. The Division has also supplied personnel to Research, Planning and Evaluation to aid this effort as follows: one system analyst, two programmers, two keypunch operators and one statistical clerk.

It should also be noted that the state data collection system will be made available to all other state agencies having need for access to the data.

CHAPTER VI

Planning

In FY 76, the Council's Plan Committee initiated perhaps its most determined effort yet to consult in the development of the State Plan and accompanying "digest" or "mini" plan; and to promote the merits of a more adequate planning process. While there was an improved level of cooperation, and greater responsiveness on the part of staff involved at the Division level, the net results were far from satisfactory. There was modest improvement in the quality of the State Plan itself; there was substantial improvement in the quality of the plan digest; but there was no perceptible movement toward adoption of a planning mechanism, nor any visible steps taken to insure that the summary plan is published and distributed early enough to assist LEA's in formulating programs for the year ahead.

In FY 76, the Division of Occupational Education moved to a Request for Proposal(RFP) approach in the planning of vocational programs. This served to notify the LEA's of departmental priorities, and provided some financial benchmarks as to what was available under P.L. 90-576 for programs. However, a review of some proposals funded in FY 76 reveals inconsistent use of criteria elaborated upon in the RFP, and wide variation in the comparative merits of similar proposals.

At the public hearing on the State Plan in May, the Council delivered testimony commending the State's efforts in "producing a more cohesive and precise document which reflects, responds and relates to the policies and priorities for occupational education set in March by the Board of Education." The Council's testimony also pointed out concerns relating to data included in the State Plan(both content and format), lack of relevance to LEA needs, the need for an overview statement in Part II to establish a framework or perspective for the Plan, the need for better research and evaluation at the State level, particularly concerning uses of State funds, and the need to pay more attention to the relationship of education to manpower and the economic planning.

The Council still believes that it is necessary to establish a formal, comprehensive planning mechanism, designed to assure: (1) setting of goals and objectives;

(2) policy formation; (3) establishment of priorities to achieve goals and objectives; (4) evaluation of outcomes in terms of results anticipated; and (5) use of evaluation results to adjust goals and objectives.

In the Council's view, the planning process has two distinct types of focus: objective planning and program planning.

Objective planning is an important function of the Department of Education and is legitimized by decisions of the Board of Education. Program planning to carry out objectives evolves from objective planning, and is a responsibility shared by the Department of Education with its various operating divisions(e.g., Division of Occupational Education).

Comprehensive planning for occupational, vocational-technical and career education in Massachusetts cannot and should not be developed apart from state planning for the total public education system. A sound approach requires the involvement and commitment of all educators and consumers in a new collaboration. The goal should be mobilization of education, business, industry, labor and general community resources, to make occupational and vocational education an integral part of all education for all persons.

While improvement has been noted, the Council recommends that:

. The Board of Education continue to give priority to developing a comprehensive, cohesive planning process.

CHAPTER VII

General Activities Relating to Occupational/ Vocational Education

A. Occupational Competency Programs

In its 1975 Annual Report the Council expressed the hope, with respect to the occupational competency program, "that a more thorough evaluation will be made by the Department during FY 76, and the results shared with the parties involved, the public and other agencies." The evaluation, in fact, was done. The Department of Education hired a third party evaluator, Career Development Associates, Inc., to conduct a comprehensive evaluation of 41 projects funded under the occupational competency program umbrella.¹ Council staff reviewed the evaluation and participated in the evaluator's final briefing of project directors.

The evaluation of 39 projects (2 approved for funding were not operational in FY 76) was a positive effort not only to assess the effectiveness of program efforts during FY 76, but also to enhance program effectiveness by providing technical assistance. Because of this latter emphasis, self-evaluation and involvement of the project managers was a major component of the process.

The evaluator made a number of observations, primarily positive, indicating that most of the programs funded were working well and were achieving program objectives. The evaluation team listed ten findings, significant among which are: (1) a need for technical assistance, longer periods of funding (more than one year), and more effective use of project advisory committees, and (2) evidence of negativism on the part of vocational educators toward occupational competency programs, possibly due to a belief that such programs might be viewed as equivalent to traditional vocational programs.

To each of the findings was attached one or more recommendations designed to correct program deficiencies and enhance project effectiveness. Taken as a whole, the evaluation is supportive of the occupational competency program.

1. A Study to Evaluate Occupational Competency Projects in the Commonwealth of Massachusetts for the School Year 1975-1976, Career Development Associates, Inc., Princeton, New Jersey, June 1976.

While the Council and its staff were not included in the evaluation teams, Council members and staff did conduct on-site visits to some of the projects, chiefly in the Worcester-Springfield area. We were encouraged by the innovativeness of the projects, the high degree of interest and involvement of project staff and students, and the generally high level of administrative support.

The Council's major criticisms of the occupational competency evaluation study are: (1) the absence of hard data on the number of students in the program, by project, or on the number of student contact hours with courses, projects or activities connected with developing occupational competency skills; and (2) the absence of some assessment of costs and cost-effectiveness. While the Council views the occupational competence strategy positively, it is critical that the hard question be addressed: given limited resources, are resources being used appropriately and effectively?

Recommendations

The Council recommends that:

. The Board of Education continue to encourage Occupational Competency programs, stressing greater cooperation between those secondary schools being funded and existing vocational schools in the immediate area(district); and

. The Department of Education develop comparative data on numbers of students served by category of need(handicapped, women, linguistic minorities, blacks and other minorities) and the costs of delivering services to the students under occupational competency grants.

B. Secondary Guidance and Counseling in the Commonwealth as it Relates to Occupational Education

During FY 76, staff and consultants to the Advisory Council conducted a study on secondary guidance and counseling in the Commonwealth as it relates to occupational education.²

The idea for this Study originated in a series of discussions, held in early 1975, between the Associate Commissioner for Occupational Education and the Executive Director of the Advisory Council, on ways in which the Council might cooperate with the Commissioner in studying specific problem areas of mutual concern. One such area

2. Secondary Guidance and Counseling in the Commonwealth: Practices and Opportunities as they Relate to Occupational Education, October 29, 1976.

is the role of guidance and counseling in occupational education.

A basic assumption underlying the Study is that realistic career planning is possible only when information about occupations, changing work conditions, educational and skill requirements, financial aid, and job placement is readily available to all students. Guidance and counseling services, therefore, are an important component of occupational education.

If counselors are to play a central role in achieving the Commonwealth's ultimate goal of comprehensive occupational education for all students, it is important to know what counselors are currently doing and what they think they should be doing. Moreover, it is important to explore new educational and counseling models, to determine those directions for change which are both feasible and theoretically sound. Having determined the current state of guidance and counseling, and having identified some new directions, the Board of Education will be in a position to establish guidelines to help school systems bring about meaningful change.

In addition, since the Board of Education has specifically encouraged the expansion of career guidance services as part of an overall movement in the direction of career education, it is important to know to what extent counselors (and superintendents) regard career education as one of their primary responsibilities. If they do, are they adequately prepared, and do they have enough time for this responsibility?

The objectives of the Study were to:

- (1) Assess guidance, counseling and placement practices in Massachusetts, as they relate to occupational/vocational education;
- (2) Review selected guidance and placement programs in other states, where such programs are judged to be replicable in Massachusetts; and
- (3) Recommend changes in guidance, counseling and placement practices, where such changes will result in improved quality of service to students and parents.

The study was based on the administration of two questionnaires (one to counselors, one to superintendents) using a stratified sample, on-site visits to a small number of schools, and out-of-state visits to pre-identified exemplary programs in five states.

Major findings include: (1) a need for technical assistance in implementing Chapters 622 and 766, (2) a need for a clear delineation of the counselor's appropriate role and functions, and (3) increased community interest in career education, at a time when severe budget constraints prevent expansion of career education activities.

Based upon findings and conclusions, the study team made 12 recommendations for state level action and 7 recommendations to local education agencies.

Based on a review of the Guidance Study, the Council recommends that:

. The Department of Education, given the new mandate of the recently passed Education Amendments of 1976 to improve guidance and counseling, actively seek federal funds for those purposes.

C. Studies Relating to Occupational/Vocational Education

1. Equal Opportunity Denied:³ Comments on a Report by the Massachusetts Advocacy Center

In mid-1976, the Massachusetts Advocacy Center published a report based on a two-year study of vocational education in the Commonwealth. The study's significant findings include a wide disparity between vocational education funds allocated to urban/suburban systems and regional schools, and funds allocated to other schools; practices that discriminate against three particular groups - females, minorities and students who are handicapped; vocational programs that are unnecessarily narrow, failing to provide students with basic skills necessary for labor market flexibility; and reactive policies and practices on the part of the Division of Occupational Education, which tend to abet rather than counter the problems cited previously.

The Center's report concludes with a specific plan for action to correct apparent deficiencies in the State's delivery system. The action plan includes: (1) a recommended moratorium on construction of regional vocational schools, (2) a reallocation and redistribution of vocational funds, both state and federal, with strict adherence to federal priorities, (3) the enforcement of existing

3. Equal Opportunity Denied, Vocational Education in Massachusetts, a report by the Massachusetts Advocacy Center, 2 Park Square, Boston: 1976.

state and federal laws relating to civil rights and education law(766, 622, Chapter 71-A), (4) changes in programs and program criteria to improve their quality and insure that they are more responsive to need, and (5) a thorough review of staff employment in the Division of Occupational Education.

Many of the issues and problems outlined in the report parallel those which the Council has identified during the past three years. The Council believes that this report provides additional data identifying specific problems and will give impetus to needed changes.

2. Articulation: A Study by the National Advisory Council on Vocational Education, 1976

Early in calendar year 1976, the National Advisory Council, with the approval of the Department of Health, Education and Welfare, and the Office of Management Budget, initiated a study of the degree to which public vocational education programs in secondary institutions are continuous with those in the same or closely related fields of post-secondary instruction. Responses from 48 of 56 State Advisory Councils, with the assistance of state departments of education, constituted the primary research base. As this study related to prior Council concerns on communication and coordination between secondary and post-secondary vocational education, we believe it merits brief mention in this report.

The National Advisory Council found that while every state has post-secondary programs in vocational education, there is evidence of planned articulation in only 40% of the states, and where articulation does exist it is based on ad hoc relationships rather than on state policy.

The report concludes with recommendations that the U.S. Office of Education develop guidelines to assist the states, that DHEW provide research and development funds to expand and disseminate information on models to improve articulation, and that State Advisory Councils continue to examine articulation procedures, as well as develop recommendations for State Board action to improve the articulation process.

In prior reports the Council has expressed its concern over the lack of articulation and program coordination between secondary and post-secondary facilities and programs. In the past two years we have noted some progress, evidenced by cooperative programs between a small

number of community colleges and regional vocational schools. The Council believes more can and should be done, including use of community college facilities by secondary students, and the reverse, where mutual advantages would be apparent.

3. Joint Committee on Post Audit and Oversight
Report: State Financial Assistance for
Secondary Vocational Education (July 1976)

Established in 1971, the Joint Committee is authorized to carry out legislative auditing programs focusing on performance auditing(i.e., appraisal of the efficiency of operations, program effectiveness and the integrity of compliance with the intent of legislation as well as administrative regulations). During FY 75 and FY 76, the Joint Committee concluded such an audit of the Division of Occupational Education, the arm of the Department of Education charged with general responsibility for administering occupational/vocational education.

The Council believes the following audit findings are noteworthy:

a. Of a total staff of 177(98 professionals, 79 clerical or support), 154 positions(85 professionals, 69 clerical/support) or 87% of total Division staff is federally funded. This suggests too heavy a reliance on "soft" money for administrative services.

b. There is a significant difference between state and federal assisted programs, in terms of both eligibility and funding requirements. "State requirements are much more stringent"(narrower, more restrictive) and more often than not, federally funded programs are not eligible for state assistance. This suggests to the Council that both liberalization of programs and new program development are too dependent on federal funds; it also partially explains why, after a short period of federal funding, exemplary or demonstration programs are not continued with state funding. This finding clearly points out the need for legislative reform and regulation revision, toward bringing federal and state policies into harmony. (Additional comments on this topic are made in Chapter IV, Access, and in Chapter II, Legislation.)

c. Analysis of reimbursements to municipalities and regional school districts for FY 75 indicates a funding imbalance: the regional vocational and independent vocational schools, which serve 14.6% of the total vocational enrollment, receive 52% of total state reimbursement.

The Massachusetts Advocacy report mentions this, and the Council itself has repeatedly asked for a reappraisal of the funding process and funding priorities. (See Chapter II, Legislation, for additional comments.)

d. Administrative regulations, largely Bulletin 326, act to inhibit program development and should be revised. (See comments under item b above.)

e. Division evaluation of state funded programs is inadequate, although the Division cites insufficient staffing and emphasis on federal programs. The audit concludes that the failure to evaluate state programs has resulted in inadequate technical assistance to LEA's .

f. Manpower data used by the Division to establish funding priorities is inadequate, partly because of the lack of on-site evaluations. The Council believes that the relationship between on-site evaluations would not materially improve local or regional manpower projections and that the problem is not solely within the Division's or Department's power to resolve. However, there needs to be a direct relationship between education and manpower, and recently passed federal vocational education legislation mandates that the Advisory Council and the Manpower Services Council jointly work to improve this relationship.

g. The audit report also notes failure to adequately audit state(as opposed to federal) programs.

h. Noting an impressive placement record and national recognition of secondary vocational education programs in the Commonwealth, the audit concludes that in spite of the previously mentioned problems or shortcomings, "vocational education programs at the secondary level in Massachusetts are effective." The audit suggests, however, that credit belongs to the LEA's more than to the Division.

Audit recommendations are generally tied to correcting the problems outlined above and are not repeated here.

4. Report of a Special Commission Established to Make an Investigation and Study Relative to the Procedures Employed by Vocational Schools and Regional Vocational Schools in the Commonwealth: Senate No. 1579(June 1976)

The Council, among other concerned agencies, has repeatedly expressed concern over the equitability of admission procedures - particularly, but not exclusively,

on the part of regional vocational schools. The report of the Special Commission established to look at admissions policy does little to allay these concerns.

The report states "...throughout the course of the Commission's investigation it was found that most schools, if not all, have adopted admission procedures that serve the best interest of all students based on fairness, equality and compliance with Massachusetts Laws governing State Education and as a result extensive and thoughtful revision and consideration, has decided not to pursue this action any further."

Strong evidence still exists of practices and attitudes which are discriminatory in effect, whether by intent or by accident, and the State must insure compliance with state and federal laws and regulations.

5. Evaluation of Evaluation Procedures(Allan Hartman, July 1976)

This study was commissioned by the Department of Education in order to "critically review evaluation procedures used by the Department in administering 19 federal and 2 state title programs." The report concludes, as does the Post Audit report, that "when matched against commonly accepted and used evaluation procedures and criteria, most of the Department's evaluation procedures(fare) poorly," and "as a whole...efforts(fall) short" of acceptable standards. Third party evaluations indicate difficiencies in management and in use of acceptable standards.

Three types of recommendations are contained in the report: long range, intermediate and immediate. The study appears to be a sound review of current practice and relates to prior Council concerns with evaluation and the review process. Its recommendations merit Department of Education action.

6. The Commonwealth Colloquium(Phase II)

During FY 76 the University of Massachusetts continued and concluded a seminar series for leaders in government, industry, education and labor. The effort was funded by the Division of Occupational Education and monitored by the Commission for Occupational Education.

The Council was invited to all the seminars and had staff and members in attendance at all sessions. The Council believes that the colloquium stimulated articulation among the different groups represented

and represents a contribution toward improved communication among business, industry, labor and education, long a Council goal shared with many other groups.

D. Proprietary School(private, for profit) Involvement in Delivering Vocational Education

While the State Department of Education is paying increased attention to the licensing and monitoring of vocational programs offered by the proprietary schools, and has produced a useful student consumer's handbook on private career schools⁴, little has been done to effectively use private career schools in the delivery of vocational programs and services to those denied access to the public school system, or for whom access is limited to inferior programs.

In a brief survey(Table 1) of other states' contracting policies, conducted by the Council staff in FY 76, ten states indicated they do contract with private career schools to deliver vocational programs and services to public school students at the secondary level. In particular, New Jersey, Wisconsin and Michigan actively pursue such contracts where programs are lacking in the public sector, where there are demonstrable cost advantages for using the private sector, and where private schools provide a test program in response to emerging occupations.

The Council urges the Board to review prior Council recommendations(in particular refer to the Council's FY 75 report, page 13), and to develop a more aggressive position paper to promote use of the private sector, particularly in urban areas such as Boston.

E. Conclusion

Other reports and activities have been referred to in other sections of this report. In total, they reflect an increased level of concern, awareness, and action in occupational/vocational education in the Commonwealth.

4. Student Consumer's Handbook, Private Career Schools, Commonwealth of Massachusetts, Department of Education, Division of Occupational Education, undated.

Table 1
State Contracting Vocational Education

State	No Response	Contracts		State	No Response	Contracts	
		Yes*	No			Yes*	No
Alaska	X			Montana			X
Arizona	X			Nebraska	X		
Arkansas	X			Nevada	X		
California		X		New Hampshire			X
Colorado	X			New Jersey			X
Connecticut	X			New Mexico			X
Delaware	X			New York		X	
District of Columbia	X			North Carolina		X	
Florida			X	North Dakota			X
Georgia		X		Ohio		X	
Hawaii			X	Oklahoma		X	
Idaho			X	Oregon			X
Illinois	X			Pennsylvania	X		
Indiana		X		Rhode Island	X		
Iowa		X		South Carolina	X		
Kansas			X	South Dakota	X		
Kentucky			X	Tennessee	X		
Louisiana	X			Texas		X	
Maine	X			Utah	X		
Maryland	X			Vermont			X
Massachusetts			X	Virginia	X		
Michigan		X		Washington	X		
Minnesota	X			West Virginia			X
Mississippi	X			Wisconsin			X
Missouri	X			Wyoming	X		

* Programs, when indicated, were in cosmetology, auto body and health

NOTE: Names and addresses of contact persons in states contracting vocational education are available at the Council office.

PART II

A Six Year Review of Council Recommendations
to the Board of Education

on

Occupational Education

FY 70-FY 75

A. Introduction

The Vocational Education Amendments of 1968, more commonly referred to as Public Law 90-576, have governed the expenditure of federal funds nationally since FY 1970. Since the largest portion of funds authorized under the act are distributed to states, it is fair to aver that these funds, and the regulations and guidelines controlling their use, have had a substantial impact on virtually all states and territories receiving funds. Although for a number of years combined state and local expenditures in Massachusetts have been over 15 times that of federal funds allocated to the state, federal monies have helped to shape the State's delivery system.

In order to place Part II in perspective, it may be useful to review some statistics regarding enrollments and expenditures over the period FY 69, the first operational year for P.L. 90-576 (Vocational Amendments of 1968) to FY 76. In FY 1969, based on the Board's Annual Report to DHEW, a total (federal, state and local) of \$42.4 million was spent on vocational education, of which \$5.5 million were federal funds, \$515,600 state funds and \$36.4 million represented local expenditures. Secondary vocational enrollment for FY 69 was reported as 115,572 (45,414 male, 70,158 female) with traditional sex bias/sex stereotyping reflected in the program by program statistics; that is, home economics, health and business programs were predominantly female, while trade and industry, and technical, were largely male.

In FY 76, total expenditures reported in the State Plan were \$228.4 million, of which \$12.9 million was federal, and \$215.5 million state and local funds. The FY 76 report does not break out state and local funds as separate items. Enrollments for FY 76 were reported as 148,500.

In terms of growth since the passage of the Vocational Education Amendments of 1968, total expenditures for vocational education have increased by 439% and enrollments have increased by 30%. While both funding statistics and enrollment figures may be somewhat inaccurate due to changes in definitions and categories to be included, it is apparent that there has been tremendous growth in vocational/occupational education during the 1969-1976 period. This growth can be directly attributed to federal impetus and recognition by the State that vocational education is a significant educational alternative to academic/general education.

Fiscal Year 1977 will probably be the final year for program expenditures under P.L. 90-576. On October 12, 1976, Congress passed legislation designed to amend and expand P.L. 90-576. While many of the features of P.L. 90-576 are retained (set asides for the handicapped, disadvantaged and post-secondary programs to name three key areas), new directions and emphases are apparent in the new legislation. It is clear that there is a renewed Congressional attempt to increase support for vocational education, along with an insistence that more adequate planning be done, that more effective evaluation procedures be established, and that manpower activities beyond the education delivery system (as most states view it) become an active part of the planning process. These new priorities will result in expanded activities for the State and added responsibilities for state advisory councils.

The new legislation suggests that the FY 76 report, at least for this Council, review the Council's activities over the past six years. As a focus for this review, the Council has reviewed its prior reports, pulling together its recommendations under 13 general categories (Table 1) and assessing the Board of Education's action (or responses by others to whom recommendations were directed) by general activity. While such an assessment will be essentially subjective, we believe that it will contribute toward an understanding of the changes which have occurred in the State's delivery system, and of the role the Council has played in discharging its obligations as outlined in P.L. 90-576.

Since FY 70, the first year for which an annual report was prepared, 111 recommendations have been submitted to the Board of Education, exclusive of those in this report. Table 1 condenses and groups these recommendations in 13 general categories, in order to obtain a better picture of issues, concerns and direction. We believe that the general nature of the recommendations is unchanged by the condensation and grouping process.

Review and analysis of the Council's evaluation reports for the past six years leads to conclusion that there are two discernible periods. The annual reports of FY 1970 and FY 1971 clearly focus on administration: urging the Division to fill professional vacancies; calling for recodification of existing state laws and regulations relating to vocational education; recommending the development of an adequate information system relating to manpower and training needs, etc. The FY 1972 report contained the fewest recommendations, all general in scope, and was a

transition period in the Council's evolving view of its role as an advisory group.

Since FY 1973, the Council has sought to identify issues, concerns and problems in the State's vocational education delivery system. And these have been studied not merely as they relate to federal funds identified in the State Plan, but more broadly, encompassing the expenditure of federal, state and local funds.

B. The Initial Years: FY 70-FY 72

In its early years, as reflected in the first three annual reports, the Council tended to focus on administrative concerns. Substantial attention was given to urging the State Board, through its administrative arm, the Division of Occupational Education, to fill vacancies, to upgrade position levels, to improve salary scales. In addition to these concerns, however, the Council begun tentatively to address some problem areas which have since become recurrent themes:

- (1) Serious deficiencies in the process leading up to the State Plan;
- (2) Insufficient data for planning and little programmed research effort to improve the data base;
- (3) Limited collaboration and coordination among and between staff and projects;
- (4) Imbalance in the expenditure of federal funds between urban and suburban areas; and
- (5) The urgent need to address the special vocational needs of the handicapped, the disadvantaged and minorities.

During the Council's formative years, its evaluation process and report followed federal guidelines, thus the report tended to be restricted to Public Law 90-576 expenditures detailed in the State Plan. For the most part, recommendations were general and non-directive, and it was difficult to determine to whom recommendations were addressed. It was easy, therefore, for the State to respond later that "some action was being taken," again in a very general, vague manner, making it difficult, if not impossible, to trace or monitor the action sequence.

C. The Critical Years: FY 73-FY 76

The term "critical" is applied to the years FY 73-FY 76 in the sense that at the beginning of this period the State

and the Council had already had three years experience in the implementation of P.L. 90-576, and if change and progress were to occur, some evidence should have been apparent by FY 1976. The term is also used in the sense that if the Council were to be a constructive participant in improving occupational education, its advice had to be effectively communicated, and viewed as creditable by those responsible for taking action.

In FY 73, the Council concluded that progress would only be made if the total delivery system of the Commonwealth were evaluated, rather than simply that part of the system receiving federal funds. Since federal funds represent only 9-10% of total vocational expenditures (federal, state and local), it was essential to review the total.

FY 73 also saw the Council moving from narrow administrative concerns to the identification of more salient issues, some of which had been identified in FY 70 but which had not been analyzed to determine the magnitude of the problem, or what constructive action could be taken, by whom, toward resolution. Since FY 73, the key issues identified by the Council have served as reference points for the Council's committee activities. In addition to increased Council member involvement through a revamped committee structure, the Council has used some of its modest funds to sponsor research activities designed to develop data, to more clearly identify problem areas, and to serve as a basis for constructive recommendations.

Council evaluations in FY 74 and FY 75, and in this report, have focused on improving access of the handicapped, minority groups, including linguistic minorities, and women to vocational programs; on the assessment of the cost effectiveness of vocational programs; on improving communication among industry-labor-education groups concerned with vocational education; and on legislation and regulations governing use of funds and program development.

As was true with the FY 70 evaluation process, continuing attention has been given to the planning process, out of which evolves the State Plan, and to the need for better data in a variety of areas essential to effective planning.

D. An Assessment of State Action on Council Recommendations: FY 70-FY 75

On balance the Council has seen some progress in action taken on Council recommendations, increasingly so during

the past two years. The Board of Education took a big step forward in FY 76, adopting and publicizing a major policy statement on occupational education. The articulation process the Board used to develop the statement was as significant as the document itself.

Those recommendations which have called for some administrative action by the Division of Occupational Education have received a low level of responsiveness. Planning and research seem to have been given a low priority, with respect to both staff and financial resources; largely, it is suspected, because the prospects for immediate results are small, and administrators more eagerly pursue those activities with a higher probability of short-term "payoff." Little has been done to actively involve the private, proprietary schools in the delivery of educational programs to students in the public sector.

The Council is optimistic that change is occurring. There appears to be more concern with developing quality programs for more students in occupational education. To some extent there has been legislative and regulatory reform at the state level designed to correct inequities in areas such as discrimination, including sex bias and stereotyping, and special needs students. The Board is currently testing its authority to aggressively implement those new state laws. Conflicts between federal laws and state laws and regulations impacting occupational education are currently under review and improvement is expected in this area.

The Council believes that the new legislation extending and amending the Vocational Education Acts of 1963 and 1968 will set the stage for more rapid improvement.

In summary, the level of response from the Board of Education and the Department of Education to Advisory Council concerns and recommendations has appreciably increased in the past two years in particular, and the Council looks forward to continued improvement in relations between the Board and the Council.

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
I. <u>ACCESS TO VOCATIONAL PROGRAMS AND FACILITIES</u>						
1. Attempt to broaden the programs to the handicapped to reflect the statistical distribution of impairment	1971	1973			X	
2. See recommendation 5 under "Legislation" re Access Issues	1972					
3. Study admission policies and procedures of area schools vis-a-vis minorities, handicapped, and disadvantaged group access	1973	1975			X	
4. Provide female students with adequate access to occupational education programs/facilities by eliminating sex bias and sex stereotyping...	1973 1974	1975		X	X	
5. Devise affirmative action program to insure increased minority participation in quality occupational education programs	1974	1975		X		
6. Develop a comprehensive, aggressive state policy statement on Chapter 622, including strategies for implementation	1975	1976			X	

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
7. Increase staff for implementing Chapter 622	1975	1976			X	
8. Provide financial incentives for 622 programs/projects	1975	1976		X		
9. Insure vocational schools compliance with Chapter 766 (special needs legislation)	1975	1976			X	
10. Develop workshops/meetings to encourage collaboration and co-operation in providing vocational to special needs students	1975	1976		X		
II. URBAN PROBLEMS						
1. Increase minority and female enrollment in(urban) cooperative industrial programs.	1973	1975		X		
2. Improve quality of education at Boston Trade	1973		X			
3. Identify needs of linguistic minority students	1973	1974		X		
4. Decide on site for ORC/Boston and implement decision	1973	1976		X		
5. Revitalize Boston's educational programs	1973	1975		X		

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
III. FUNDING & COST EFFECTIVENESS						
1. Develop adequate measures of cost effectiveness to insure the right decisions are made in further expansion of the area vocational and trade schools systems	1973	1976		X		
2. Review current formula under which federal funds are used to obtain more judicious and effective application	1973	1974		X		
3. Increase funding(In FY 76) for occupational competency programs	1974	1975			X	
4. Review current funding policies relating to urban (metropolitan) occupational education programs...explore forward funding and three year funding cycle	1974	1975		X		
5. Significantly revise current financial management system to permit collection of data necessary to commence systematic cost analyses and cost effectiveness assessment	1975	1976			X	

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
IV. <u>LEGISLATION & REGULATIONS</u>						
1. Recodification of state laws relating to occupational education	1970		X			
2. Give top priority to the development of a manual of Division policy for use as a guide to ongoing operations and a basis for articulation of goals and objectives	1971	1974		X		
3. Develop a revised statement of Division goals, reflecting federal and state laws, and measurement standards	1971	1974			X	
4. Require Bureau and staff chief to develop objectives and tasks related to Division goals	1971	1974			X	
5. Encourage the Executive Dept., particularly the Governor, to sponsor legislation which will move the State closer to the goal of an appropriate education for every citizen...handicapped, disadvantaged, old, young, minority....	1972	1973	NOT	READILY	ACCESSABLE	

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
6. Ask the General Court to enact thoughtful legislation providing financial support to the State's schools which are in accord with the principles of the Civil Rights Laws and the 14th Amendment	1972		NOT READILY ACCESSABLE			
7. Insure existing legislation and recommendations neither preclude nor discourage the development of alternative(occ ed) approaches	1974	1975			X	
8. Support or file legislation to aid vocational education in urban (metropolitan) areas	1975	1975		X		
V. PLANNING & THE STATE PLAN						
1. That the FY 75 Plan be viewed as a planning guidance document for FY 76(the FY 73 annual report contained 9 recommendations relating to the developing of a planning process and in general trying to change the Plan from being a reactive compliance document to proactive planning guide)	1973	1974		X		

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
2. Continue to give priority attention to developing a comprehensive planning process	1974 1975	1975		X		
3. Continue to produce a lay "digest" of the State Plan	1974	1975			X	
4. Use process of regional plan meetings to obtain meaningful inputs in the planning process	1974	1975			X	
VI. RESEARCH, DATA & INFORMATION DEVELOPMENT						
1. Priority should be given to the development of an adequate information system related to manpower and training needs, and resources	1970 1975	1975		X		
2. Insure that for the next five years a significant portion of State funds be used for evaluation and research activities	1973	1974		X		
3. Develop a central clearing-house...of information...to aid new areas in developing vocational schools and programs	1973 1974		X			

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
4. Establish an operational management system in FY 74	1973		X			
5. Insure(development) of accurate and extensive data relating job market(manpower) needs to training output...	1973	1975		X		
6. Give high priority attention to consolidation of planning and research functions...and insure that the system is more responsive to employers' needs	1973	1975		X		
7. Substantial facts/data re minority access to voc ed, including study of selection and recruitment procedures and practices of vocational schools	1974	1975			X	
VII. EVALUATION & MONITORING OF PROGRAMS						
1. Initiate programs of regular inspection and assessment of independent private schools (programs and facilities)... including an appeals process	1973	1974			X	

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
2. Review and evaluate occupational competency programs	1974	1976				X
3. Evaluate effectiveness of summer vocational programs and if positive, provide leadership and funding to increase program and establish separate program and review process	1974	1975		X		
VIII. LEADERSHIP						
1. (a) Division should begin to play a more active leadership and catalytic role..	1970	1973		X		
(b) through decentralization	1970	1974				X
2. Use local, regional and state leadership to encourage co-operation between and among the many agencies, schools, colleges to restore Massachusetts to a leadership position in education	1972	1973			X	
3. Exert more leadership and provide more direction to vocational administrators	1973	1974				X

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
IX. <u>COMMUNICATION & ARTICULATION</u> 1. Develop solid base of public and legislative support for occupational education 2. Develop plans so that at least two career information centers will be operational in FY 73 3. Change parochial geographical city/town attitudes which have discouraged the development of opportunities for intra-city/town cooperation 4. Develop more formal mechanism to facilitate communications between and among vocational schools 5. Establish more effective formal communication between the traditional public delivery system and the independent private schools	1970	1973			X	
	1971	1975		X		
	1972	1973			X	
	1973	1974		X		
	1973		X			

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
6. Plan a series of statewide information sessions to improve communication between local communities and the state as to goals, objectives and priorities	1973	1975				X
7. Disseminate information on model and exemplary programs to schools to encourage more extensive participation	1974	1975			X	
8. With other concerned groups, develop policies and programs to assure close collaboration of occupational education programs to economic development needs of the State	1974	1976		X		
X. <u>POST-SECONDARY, ADULT EDUCATION, AND PRIVATE (PROPRIETARY) SCHOOLS</u>						
1. Define and implement mutually supportive and non-overlapping roles between community colleges and vocational schools	1973	1975		X		

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
2. Assess program availability of private sector when reviewing fund requests from public schools	1973	1974		X		
3. Consider skill training in independent private schools as legitimate option for students	1973	1974		X		
4. Develop clear and coherent policy with respect to role of proprietary schools in vocational education	1974 1975	1975		X		
XI. <u>ALTERNATIVE PROGRAMS</u>						
1. Review, explore and develop alternative programs and systems for delivering occupational education	1974 1975	1975			X	
2. Explore and encourage development of educational facilities and programs in industrial parks or complexes	1974			X		
XII. <u>ADMINISTRATION(Staffing, Professional development, etc.)</u>						

CATEGORY/RECOMMENDATION	REPORT REF.	Year Started	ACTION/ACTIVITY ASSESSMENT			
			None	Low	Moderate	High
1. Increase Division staff, upgrade salaries, fill existing vacancies, develop more active staff development programs	1970 1971	1972			X	
2. Identify program elements and develop a process for improved interdivisional coordination and staff interaction	1971	1973			X	
3. Develop and use task force structure, across bureau structure, to implement projects	1971	1972			X	
XII. MISCELLANEOUS						
1. Reevaluate high priority given to use of federal funds for construction	1970	1972		X		
2. Muster and effectively use all resources, public and private, at all levels, to train the unemployed for adequate employment	1972	1973		X		
3. Action taken by the Board on Council recommendations should be formally conveyed to the Council	1975	1976				X

A P P E N D I C E S

APPENDIX A

Council History

On March 1, 1969, his Excellency Francis W. Sargent, Governor of the Commonwealth of Massachusetts, appointed the first Massachusetts Advisory Council on Vocational-Technical Education. In compliance with Public Law 90-576 enacted by the Ninetieth Congress of the United States, the Governor issued Executive Order #66 and later Executive Order #79 creating this agency with the primary responsibilities focused on increasing the quality and quantity of occupational education in Massachusetts.

The first Council assumed its tasks in March 1969. Its membership, as required by law, was highly representative of the Commonwealth's geographic, ethnic, religious, educational, industrial, political, organized labor, anti-poverty, and lay groups. In order to insure continuity of interest and action for the future, one-third of the members are initially appointed for one year, one-third for two years, and one-third for three years. Subsequent appointments are for three years, except for those members appointed to fill vacancies occurring in the Council due to resignation or death.

The Council established its own policies and procedures, hired a staff and developed budget, fiscal and administrative procedures. Standing committees were appointed to concentrate on general areas of continuing concern and ad hoc committees were formed to solve problems of specific interest. Standing committees include the Plan and Evaluation Committees, relating to the two major functions of the Council, and an Executive Committee authorized under amendments to the By-Laws, March 5, 1974.

The Council, as organized under Executive Orders #66 and #79, is composed of twenty-four(24) Gubernatorial appointees.

The main activities engaged in by the Council may be summarized as follows:

1. Evaluation of vocational education programs, services and activities, and publishing and distributing the results thereof;
2. Prepare and submit through the State Board of Education to the U.S. Commissioner of Education and to the National Advisory Council on Vocational Education an annual report, accompanied by such additional comments of the State Board as the

State Board deems appropriate, evaluating the effectiveness of vocational education programs, services and activities carried out in the year under review in meeting the program objectives set forth both in the long-range plan and the annual plan prepared by the Department of Education. The report also recommend such changes in programs, services and activities as may be warranted by the evaluation; and

3. Hold at least one public meeting at which the public will be allowed to express its views concerning vocational education.

To date eight state plans for occupational education have been formulated in consultation with the Council. The Council has compiled and distributed seven annual reports on occupational education including this report.

In April 1974, the Council designated the Greater Lawrence Regional Vocational-Technical High School in Andover, Massachusetts, as its new fiscal agent.

APPENDIX B

Council Activities July 1, 1975-June 30, 1976

Council Meetings

During Fiscal Year 1976, the Advisory Council held seven meetings in various locations in the Commonwealth. In addition, the Council met with the Board of Education to present and discuss its recommendations, and participated in various meetings of such groups as the Commission on Occupational Education, Massachusetts Association of Vocational Administrators, three special Commonwealth Colloquiums on Occupational Education held at various locations in Massachusetts and national meetings such as the AVA convention and the Joint Meeting of the National Advisory Council and State Advisory Councils in October(Boston) and May(D.C.).

While all Council meetings are open to the public, the Council conducted a special all day public meeting in Worcester, Massachusetts, in March to encourage public awareness of occupational opportunities and problems.

Committee Activities

Standing Committees

1. Evaluation - The Council as a whole functions as an Evaluation Committee. The work of the committee is reflected in the annual report with its recommendations.

2. Plan - The Plan Committee met several times during FY 76 as a committee, and with members of the Board and Department to follow through on a long time Council concern for the establishment of a planning process and mechanism. The work of the committee is reflected in Chapter VI of this Annual Report.

3. Executive - The Executive Committee met five times in FY 76 on matters relating to the orderly flow of Council business between regular sessions. The Executive Committee also functions as the Budget Committee.

Ad Hoc Committees

Revamping the committee structure in FY 75, the Council continued to carry out much of its evaluation/planning activities through ad hoc committees. For FY 76, ad hoc committees were as follows:

1. Education Cost
2. Access
3. Business-Industry-Labor-Education
Cooperation
- 4.

Much of the work of these committees is represented in the body of this report.

Other Activities of Note

The Council continued with its June meeting as the annual meeting to discuss priorities, issues and concerns. It also serves as the reorganization meeting. Officers elected for FY 77 are:

John Dinkelspiel - Chairperson
Bette Pinckney - Vice-Chairperson
Franklin Ollivierre - Treasurer

The Executive Director of the Council was a co-chairperson of the Fall Joint NAC/SAC meeting held in Boston in October 1975.

APPENDIX C

Council Members

Certified for 1975-1976

Dr. John Dinkelspiel, Chairperson
Ms. Bette V. Pinckney, Vice-Chairperson
Mr. Franklin Ollivierre, Treasurer
Mr. Hugh R. Boyd
**Mr. Thomas A. Farrington
Mr. John Griffin
*Mr. Charles W. Harrington, Jr.
Mr. David P. Hayes
Dr. James J. Hammond
Dr. Argelia Maria Buitrago Hermenet
Ms. Lila Hexner
Ms. Karen Horn
Mr. Robert J. Lamphere
**Ms. Barbara Lewis
Ms. Diane Lund
Mr. Sheldon W. Mender
Mr. Thomas C. O'Brien
Dr. Albert C. Pryor
**Mr. Richard W. St. Pierre
Ms. Delores J. Schoedel
Mr. Fred S. Tarbox
Mr. Burton I. Wolfman

New Appointees for FY 77

Mr. Philip A. Pirrone
Mr. B.J. Rudman
Mr. John T. Ryan
Ms. Carrie B. Saunders
Ms. Dorothy G. Sparrow
Mr. Joseph D. Warren

Staff

Mr. Raymond C. Parrott, Executive Director
*Ms. Barbara Berns, Program Coordinator
Ms. Kathleen DiAnni, Administrative Assistant
Ms. Janice Liva, Legal Research Assistant
Mr. Robert B. Borden, Research Director(employed
9/76)

* retired, June 30, 1976
** resigned, 1976

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